

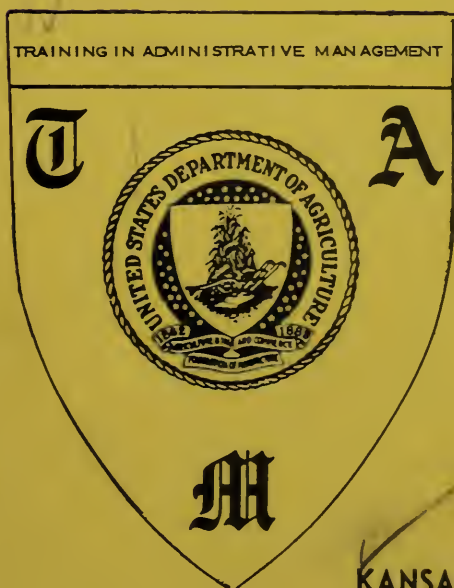
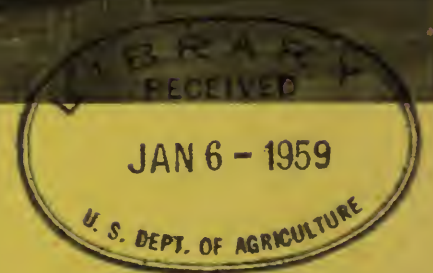
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# LEADERSHIP DEVELOPMENT



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**USDA**

**TRAINING**

**INSTITUTE**

**KANSAS CITY, MISSOURI**

**October 28 through November 8, 1957**

## THE COVER

*The group of participants on the cover is shown conferring immediately prior to the opening of the Kansas City TAM Institute. From left to right, they are Malcolm Holliday, Jr., FHA, who gave the introductory address; Joseph P. Loftus, OAM, and Frank H. Spencer, ARS, lecturers; Dr. E. R. Draheim, OP, Institute Director; Dr. Sidney Mailick, U. of Chicago, lecturer; Theodore H. Anderson, KCCO, lecturer; and Donald E. Smith, KCCO. Host.*

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## INTRODUCTORY





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## FOREWORD

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The ever-growing complexity of modern affairs places a premium on good management. Our responsibility for effective public service in managing the wide variety of the Department's activities gives particular significance to our job. More than ever there is a need to pause and take stock. Where are we going? How can we best discharge our growing responsibilities? In a word, how can we become better managers?

One important answer can be found in training, self analysis, and the firm and conscious resolution to do a better job. An institute like TAM, we believe, provides a good stimulus and medium for all of these things. We have here a cross-section of men skilled in the profession of management to discuss knowledge, ideas and information, and reflect current and future trends in the field. We cannot help but profit from our participation in this institute with such a distinguished group.

But the richness of our profit depends largely on ourselves and our attitudes in the broad and exacting field of management. With automation and other technological as well as social challenges, only a positive attitude toward scientific management will equip us to achieve our goal - more effective public service. The alternative is rather disquieting; an easy, stand-pat attitude will find the parade passing us by.

One of the keys to the lasting success of an institute of this kind lies in the degree of follow-up exercised. Certainly, the planning, organizing, and carrying out of local TAM workshops is a practical and effective way of following up, and dedication of our group to such an undertaking will fittingly crown our efforts here.



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## ACKNOWLEDGMENT

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Commodity Office  
Commodity Stabilization Service  
U.S. Department of Agriculture  
Kansas City, Missouri

The TAM Director, speakers, agency participants and the entire Department of Agriculture express their sincere thanks and appreciation to the officials and entire staff of the Kansas City Commodity Office of the Commodity Stabilization Service for the hospitality and success of the Training in Administrative Management Institute.

Special attention of the group was focused toward the efforts of Mr. Donald E. Smith, the Director, Mr. Theodore H. Anderson, Deputy Director for Management, and Mr. Anderson's immediate staff, Miss Julia S. Lamb, Chief, Personnel Division, and Mr. S. Joe Williams, Chief, Administrative Operations Staff. Mr. Anderson served as local manager for the TAM Institute.

The splendid work and cooperation of Mr. John C. Riordan, Head, Administrative Services, and Mr. Riordan's immediate staff made possible the design, format, and publication of this report, which was completed and in the hands of all participants on the closing day of the Institute.

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## OTHER ACKNOWLEDGMENTS

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We extend our most sincere appreciation to:

*The USDA Management Improvement Committee* for its part in approving and setting the wheels in motion for this Institute.

*The TAM Work Group* for planning, organizing, and carrying out the Kansas City TAM Leadership Institute. The membership of this group is as follows:

Ernest C. Betts, Jr., OP	Co-Chairman
Joseph P. Loftus, OAM	Co-Chairman
William Laxton, AMS	Personnel Officer
John Haughey, CSS	Personnel Officer
Eugene J. Peterson, SCS	Chief, Safety and Training Branch
Robert B. Harris, ARS	Chief, Management Research and Analysis Staff
Jack Kern, FS	Training Officer
Edward H. Steinberg, FHA	Staff Assistant
E. R. Draheim, OP	Executive Secretary

*Dr. E. R. Draheim*, Office of Personnel, USDA, and Executive Secretary of the TAM Work Group, for doing a splendid job of planning, organizing, and putting on this Institute.

*Our Discussion Leaders* for their excellent talks and constructive discussion sessions with us on the various phases of administrative management.

*The Management of the Ambassador Hotel of Kansas City* for good lodging facilities and the numerous extra courtesies it extended to us.

*The Public Library of Kansas City* for collecting and loaning to us the large number of reference materials on administrative management. Mr. Everett Sanders of the Westport Branch and Miss Idris Smith of the Main Branch were especially helpful to us.

*The USDA Club of Greater Kansas City* for its kindness in inviting us to its November 5, 1957 luncheon meeting, and for making its influenza vaccine program available to us.



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## AGENCY PARTICIPANTS

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Participants representing 11 agencies of the Department of Agriculture from 22 states, the District of Columbia, and the Territory of Alaska, attending the Kansas City, Missouri Training in Administrative Management Institute October 28 through November 8, 1957.

# AGENCY PARTICIPANTS

## BY AGENCY, NAME AND POSITION, AND ADDRESS

<i>Agency</i>	<i>Name and Position</i>	<i>Address</i>
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AMS	<u>C. D. Palmer</u>	Agricultural Marketing Serv.
	State Statistician	USDA, Sioux Falls
		South Dakota

## LECTURES





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## WELCOME

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By Host  
Donald E. Smith

Mr. Smith is Director of the Kansas City Commodity Office, Commodity Stabilization Service, U. S. Department of Agriculture, transferring from the Chicago Commodity Office in 1950. He began his career with the Department in 1934 and with the exception of about 4 years, from 1937 to 1941, he has made the federal service, in the interest of agriculture, his career. He holds a B. S. degree in agriculture from the University of Illinois and has also done graduate work at the University in the field of agricultural economics.

We are glad to welcome the representatives of so many agencies of the Department of Agriculture to Kansas City and to our office. It looks as though you are going to have an interesting two weeks. I am sure it will be a very beneficial as well as pleasant visit. From the names which I read on this program, you are going to listen to some very impressive speakers. I envy you because you are to have this opportunity to hear and discuss problems with such leaders in the field of administrative and personnel management, both inside and outside of government. Surely each of you will go back to his home with new and enriched experiences.

Most of us who have responsibility for the operation of the Department of Agriculture offices realize the importance of administrative training in running these offices. We need more people with an understanding of the principals of office and personnel management coming up the ladder.

While you are here we want you to see our office. Our new building has many features of advanced thinking in office building construction. We are employing many of the recent developments in office management in our operations.

We have in this office a Univac for use in processing commodity loans and handling our inventory of commodities valued at about one and one-half billion dollars. I believe it is the first Univac in the Department of Agriculture or in the vicinity of Kansas City. We hope to arrange a tour for you during your visit so that you may have a look at this so called "mechanical brain."

We want your stay here to be pleasant. Please call on us for anything which will contribute to that end.

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## PURPOSE AND OBJECTIVES OF INSTITUTE

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By  
Dr. E. R. Draheim

Dr. Draheim directed the Kansas City TAM institute. He is Administrative Officer, Office of Personnel, U. S. Department of Agriculture. He holds B. S. and M. S. degrees from the University of Minnesota and a Ph. D. degree from Cornell University of New York.

*Summarized by Wayne Sword, Forest Service.*

### DIGEST OF TALK

Dr Draheim started the meeting rolling with the zip and drive only he can give. He emphasized the need for working together as a team in developing men as leaders for the years ahead. He further urged the group to make every effort to get all we could out of this meeting and its leaders. He referred to the careful organization and planning by the Department TAM work group that went into the preparation for this two weeks TAM Institute. All discussion leaders that will appear on our program helped prepare the workbook that was sent to all participants well in advance so that when you landed in Kansas City you "hit the ground running." He then outlined the manner in which the institute would be conducted.

### Some General Considerations

In a program of this type it is imperative that the U. S. Department of Agriculture, as well as the individuals selected, get the greatest possible benefit from this TAM Leadership Institute. If the sessions are as good as they should be and the ideas presented are put into effect in your jobs, good results can be expected. Therefore, great emphasis will be placed on practical down-to-earth application to jobs in Agriculture. Everyone will be given an opportunity to participate.

Emphasis should always be placed on simple, concise, and forceful methods of writing and speaking. No matter how good an administrator's ideas are, they are worthless unless he can express them so they will be understood. We are going to try to emphasize (and practice) these principles throughout this TAM Institute.

Good administrators can't be made in two weeks; however, if proper interest is created in an individual he can and will do the rest. Like the ripples from a pebble dropped in a quiet pool, ideas planted here will spread and from them will come much good.

Dr. Draheim then discussed the following:

Objectives of Training in Administrative Management (TAM)

1. What government expects to get from this TAM Leadership Institute:
  - a. Trained employees who will be considered for higher supervisory and administrative positions.
  - b. Improved performance by trainees already in responsible positions.
  - c. Development of a body of administrative information that will have general use in the Department.
  - d. Nucleus from which better training in administrative management will spread throughout the Department.
  - e. Trained leaders to help plan, organize and carry out local TAM workshops.
2. What a selected trainee may expect from this TAM Leadership Institute:
  - a. Opportunity to hear and get acquainted with a few management leaders.
  - b. Opportunity to work side by side with other selected individuals on problems of agricultural administration.
  - c. An opportunity to collect and present problems of administration from his own agency for cooperative solution.
  - d. To receive guided instruction on management principles.
  - e. Opportunity to review and discuss some of the best publications in the field of administrative management.
  - f. Information and "know how" on how to plan, organize, and carry out local TAM workshops.



Dr. Draheim stated that as an integral part of the program, everyone present would participate in its execution. He said that this would be accomplished through activities and assignments such as serving as librarian; introducing speakers; leading discussions; preparing summaries of talks for inclusion in the Institute Report; serving on various committees for such functions as preparing the Institute Report; organizing guides for local TAM leaders in conducting local workshops; and selecting personnel to attend the workshops. He said that timely action in carrying out these functions was essential, as it was planned to distribute the completed Institute Report on the last day of the program.

Dr. Draheim suggested further participation by advance study of the various subjects included on the agenda, pointing out that a special library would be available at the hotel to the members for their research work. He stated that each person would benefit from the Institute in direct proportion to the time and effort expended and urged full use of the Institute's facilities. He closed by challenging the group to make this the most outstanding TAM Institute held to date in USDA.

#### REFERENCES

Secretary's Memorandum No. 1410 dated January 7, 1957.

Memorandum to all members and alternates of USDA Management Improvement Committee, over signature of Ralph S. Roberts, Administrative Assistant Secretary, May 13, 1957.

Memorandum to Heads of Department Agencies, over signature of Co-Chairman of TAM Work Group, August 26, 1957.

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## INTRODUCTORY REMARKS

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By  
Malcolm H. Holliday, Jr.

Mr. Holliday is Assistant Administrator for Operations, Farmers Home Administration. He formerly was editor and publisher of Holliday Publications, which published a chain of weekly newspapers. He has a B. A. degree from Morehead State College of Kentucky.

*Summarized by Thomas Wilson, Agricultural Marketing Service and James L. Wenban, Forest Service.*

Introductory remarks were given by Mr. Malcolm Holliday in the absence of Mr. Ervin L. Peterson, Assistant Secretary of Agriculture, who could not be present because of illness.

Mr. Holliday emphasized the importance of the TAM Institute and the need for complete participation by all those attending. He also stressed the importance of proper follow-through, including the medium of local TAM workshops.

With present means of communication, the world has narrowed down to the point that the complexities of all phases of management have become a more intimate part of each individual's job. The management of men, money, and tools requires the keenest of imagination and vision. Where once there was some room for a provincial outlook, no one is now able to wall himself into a small world but must meet all the complexities of present day existence, even in the smallest town.

On each manager's shoulders has been placed a part of a very complex world and of the U. S. Government, the biggest, most complex, most involved business in the world. Each manager has a direct responsibility to 170 million shareholders, each one of whom has a share in this business we have to operate. Thinking cannot be restricted to one's own shop or even to one's own agency but must be a part of the whole complex organization of the U. S. Department of Agriculture.

Mr. Holliday stressed the need for having "push." This is a most important attribute each manager must possess in order to attain leadership. Another is the high degree of character required to evaluate with an open mind all sides of a question, and the courage and initiative to make decisions and take proper actions.



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## PURPOSE AND FUNCTIONS OF MANAGEMENT

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By  
Dr. Sidney Mailick

Dr. Mailick is the Director of Programs of Executive Development for Government Administrators at University College in the University of Chicago. He is also a lecturer in the Department of Political Science. He was awarded the Bachelor, Master and PHD degrees in Political Science at the University of Chicago. From 1950 to 1953 he was a research examiner for the Chicago Civil Service Commission. Since 1953 he has been with the University of Chicago.

*Summarized by Eugene R. Lepley, Forest Service,  
and William B. Davey, Soil Conservation Service.*

### DIGEST OF TALK

Dr. Mailick presented a view of the administrative process focusing on decision making and administrative theory. Two case histories were used to illustrate the approach.

#### 1. Traditional View of the Administrative Process (Gulick)

Defining the field of administration has long been difficult. Luther Gulick defined it as "POSDCORB" as follows:

P - Planning  
O - Organizing  
S - Staffing  
D - Directing  
CO - Coordinating  
R - Reporting  
B - Budgeting

Gulick's definition, while a handy tool in analyzing administration, does not encompass the whole field.

#### 2. A Modern View of the Administrative Process (Simon)

Dr. Mailick reviewed the work of Herbert Simon who held that decision making is the heart of the administrative process. Items included in traditional definitions, according to Simon, all involve decision making, but do not "tell the whole story."

a. The Administrator Defined

The administrator is a man who makes decisions, who communicates decisions, and who motivates people to carry out decisions.

b. Bases for Decisions

These include (1) chance, (2) instinct, (3) convention, (4) non-rational, and (5) rational.

(1) Rational Decision Making

Three elements are involved, (a) calculating various alternatives, (b) looking at consequences, and (c) establishing a values system. The best administrator is one who has a good sense of values and the ability to see relevant alternatives.

(2) Kinds of Decisions

Basically there are two kinds of decisions, (a) fact decisions (intermediate or short range goals, procedural, etc.) and (b) value decisions (long range goals; includes the "why," the "ought," and the "should").

In an organization, lower echelon decisions usually involve the former while upper echelon decisions usually involve the latter.

The traditional view that administration is merely execution of policy formulated elsewhere is rejected. Both factual and value decisions are made by legislators and administrative officer.

(3) Motivation of Individuals and Purpose of Organization

Motive is an individual phenomenon. Purpose is a group phenomenon. An organization is basically a system in equilibrium - it has motive and purpose in balance.

c. Key Functions of an Administrator

An administrator must (1) make the most rational decisions that he can, (2) provide communication channels for decisions, and (3) establish a favorable climate or equilibrium for carrying out decisions. He motivates by (1) inculcating adequate loyalty, (2) establishing a value system, and (3) providing a way for employees to get necessary facts. In short, he instills desire, plants values, and provides facts.

#### d. Evaluation

This view of the administrative process gives (1) a good framework for examining the process, (2) a lie to the traditional theory, and (3) a means for building a genuine source of public administration. That administration is both an art and a science is inherent in this approach.

### DISCUSSION

Led by Steven J. Kortan, Soil Conservation Service

The Simon approach to the administrative process was illustrated by using two case histories. The value and limitations of statistics in decision making was brought out in one of the cases.

Dr. Mailick reviewed briefly the following eight steps in reaching a decision.

1. Why is it necessary to make a decision?
2. What important organization goals are involved? What personal motives are involved? Why compromise is possible or necessary if these conflict?
3. What are the relevant alternatives?
4. What are the possible consequences of each alternative? On the organization? On one's self? On other members of the organization? On the public?
5. What techniques are available for obtaining essential information on the range of relevant alternatives or consequences?
6. What means are available for implementing whatever decision is made?
7. What means of escape are available in the event the decision that is made is a poor one?
8. What is the relation of morality and ethical values to what is necessary or expedient.



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Ch. 5. The process of policy formulation and reformation, p. 67-81.  
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## ADMINISTRATIVE LEADERSHIP

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By  
Frank H. Spencer

Mr. Spencer is Executive Assistant Administrator, Agricultural Research Service, U. S. Department of Agriculture. He has served since 1917 in administrative management positions in the Department. He has attended the Washington School of Accountancy, LaSalle Extension University of Chicago, and Alexander Hamilton Institute of New York.

*Summarized by Robert F. Kielsen, Agricultural Research Service and Dale Suplee, Agricultural Research Service.*

### DIGEST OF TALK

Leadership may be defined as the art of getting people to do:

What you want them to do.  
When you want them to do it.  
In the way you want them to do it.  
Because they want to do it.

#### 1. Qualities of Leadership

Knowledge of subject matter, organization, and human nature.  
Imagination.  
Responsibility.  
Ability to select key assistants.  
Decisiveness.  
Dependability.  
Integrity.  
Unselfishness.  
Patience.  
Courage.  
Faith in one's self, in others, in the future, and in God.

#### 2. Keys to Achievement of Leadership

Find a cause great enough to command your best.



Keep up with developments in your field.  
Read.  
Learn from people.  
Be approachable.  
Never do less than your best.  
Think through problems.  
Plan your work.  
Practice making decisions.  
Train yourself in speaking.  
Train yourself in writing.  
Analyze and evaluate yourself.  
Never betray confidences.  
Don't make promises lightly.  
Keep the promises you do make.  
When you lose - be a good loser.  
Negotiate differences without compromising principles.  
Control your temper.  
Don't take yourself too seriously.  
Neither seek nor dodge trouble.  
Pray.

### 3. Tests of Leadership

No series of tests have yet been devised which can test a man for effectiveness in leadership as thoroughly and accurately as he can be tested for his knowledge of mathematics, law, or history. Fortunately, although not to be weighed by mathematics or formulae, leadership does lend itself to some degree of measurement. The effectiveness of leadership can be studied in the light of how the organization and how the leader himself react to certain criteria which we will describe as tests.

#### a. Organizational Tests

(1) How do the offices or shops look? Do things generally present a shipshape appearance that it is fair to expect from the operation in question? Furnishings, equipment, work flow, and cleanliness are factors to consider.

(2) Are employees interested in their jobs? Are employees just putting in time? Or do they display real concern for what they are doing?

(3) Is there a sense of organizational pride? This is a strong feeling on the part of everyone connected with the organization that he is doing a job that needs to be done, that contributes to an important end, and that the outfit with which he works is tops in its field.

(4) Is there abnormal turnover? Unduly high turnover usually means there is some cause for dissatisfaction on the part of employees. Care must be exercised in evaluating turnovers - some types of jobs normally produce a higher rate than others.

(5) Are deadlines substantially met? In working units where things seldom get done there is generally a weakness at the top.

(6) How well informed are members of the organization? Employees must have enough information of the picture as a whole so that they can feel a part of it. Real interest, at all levels, should be stimulated in the problems and progress of the organization.

(7) Can a man build a career within the organization? The size of the organization generally governs career possibilities. Sound leadership can, however, make it possible for a man to advance to the limit of his capabilities.

(8) What happens when an emergency arises? People all along the line should be so well trained that they would intelligently handle any emergency or unexpected happening without fear.

(9) What happens when the boss is away? The responsibility of a leader is not only to function while he is on the job, but to create an environment in which his assistants carry on freely and without fear of "second guessing" when he is away.

(10) Has the personal quality of the leader "rubbed off" on other members of the organization? A strong man can create strength in others. The degree to which a leader is able to produce through his operation a response to his own qualities is one measure of his effectiveness.

b. Tests for the Leader Himself

(1) What does advancement mean to you? Beyond money and authority, a man must feel challenged by the big job in itself, as he moves up the leadership ladder. Unless your concept of advancement includes some idealistic, as well as personal advantage elements, you will not achieve your best.

(b) How do you respond to the leadership of your superiors? You must be a part of the whole leadership chain. You must be able to give your superiors the same degree of loyalty and competence that you expect from those who are responsible to you.

(3) Do you have a real sense of responsibility for the welfare of your people? You should not lightly make decisions that have an impact on other people. People will come to a good leader with all manner of problems. You should feel complimented that they have come to you with a problem they find too much to handle alone.

(4) Can you trust yourself when all men doubt you, but make allowance for their doubting too? (Credit to R.Kipling here.)

(5) Can you adopt worthwhile new techniques without being swept away by the mere factor of novelty? Novelty may be interesting but in itself has no merit. Take advantage of new ideas without abandoning what is good in the old.

(6) Can you make use of other people's ideas without appropriating all of the credit? Develop and use the constructive ideas of your staff. Be scrupulously careful that credit, monetary or otherwise, goes to the person who originated the idea or practice.

(7) Are you accessible without encouraging time wasters? It is possible to have time for everyone who needs to see you without permitting your time to be frittered away but those whose calls have no useful purpose either to you or themselves.

(8) How do you deal with mistakes?

(a) "Your own." Acknowledge them, rectify them, forget them, don't worry - do remember in the sense of experience.

(b) "Your subordinates'." In serious mistakes know what they did wrong, why they did wrong, and how they may possibly avoid repetition. Speak to them alone. Give him a chance to explain how the error was made by helping him to see the error. Wipe the slate clean. Give the man another chance. If indicated, do not hesitate to place him in a spot where the effects of such errors will be minor.

(9) Can you be tough when necessary? A leader must firmly handle early breaches of discipline if he is to prevent the necessity of drastic action, such as discharge later. A leader must be capable of sympathy, but never the sympathy that can be construed as softness.

(10) Can you face opposition? If you are responsible for getting a job done, stand firm until the job is done.



(11) Can you face unpalatable facts? Pleasant or unpleasant, tackle the next task. Never refuse to look squarely at a problem.

(12) Can you reconcile differing viewpoints without sacrificing principles? The leader who sacrifices an important principle for the sake of temporary peace has lost the respect of every one, including himself.

(13) Can you lead an independent discussion on the current major problems of each unit in your organization? You must know what is going on in each of your units to the point where you are aware of their principal problems and what is being done about them.

(14) Can you keep your hands off matters which are the responsibility of your subordinates? The less details which you have as a leader the better off you will be.

(15) Do you trust people? Ability to trust people can save a leader from the curse of cynicism. A cynic has been described as a man who knows the price of everything and the value of nothing.

(16) Have you vital interest outside your job? A leader should have outside interests, such as family, church, fraternal, community, recreation, and hobbies to be well balanced.

(17) Does life look good to you? After you as a leader have observed and weighed life, carried heavy responsibility, made weighty decisions, mistakes, observed people reacting to emergencies, seen important developments in your organization, and understood the motivating forces that brought them about, the world should still look like a wonderful place to live.

#### DISCUSSION

Led by George Schramm, Agricultural Research Service

There was a strong group reaction in the form of active participation in the discussion that followed. Following are a few of the points that were resolved:

1. It is considered a good leadership tactic to summarize meetings, wherein there has been strong differences of opinion, with credit to those who have offered strong differences of opinion. Constructive disagreement can be of real value. However, a continuing non-constructive attitude on the part of a committee member may point to the need for his separation from the group.



- a. It was a consensus that regular staff meetings are in order if each of them serves a real purpose.
- b. It was agreed that patience is not a negative virtue if it is considered that quality whereby a leader makes the most of facilities at hand.
- c. Integrity as a leadership quality should be considered heavily on the basis of intellectual honesty, as well as from the dollar sense.
- d. Leaders ascertain that new employees received particular attention as to training, evaluation, and job opportunity. Apparent weak performance may respond favorably to encouragement from the leader.
- e. In creating the atmosphere for people to accept change:
  - (1) Reason: Lay the proposition on the line, show it is legitimate, be frank, sell it!
  - (2) Appeal to better nature: Point up that the project is good for the whole.
  - (3) "This is it" approach: To be employed only after an individual has made plain that he is deviating from a reasonable attitude.
- f. On delegating authority:
  - (1) Clearly determine in your own mind what is to be delegated.
  - (2) Ascertain that it has indeed been delegated.
  - (3) Keep in touch enough to assure that results are being obtained.
- g. Employees should be encouraged in every possible manner in their efforts toward individual improvement through outside training courses and opportunities.
- h. Responsibility without authority and/or authority without responsibility make positions untenable.
- i. A leader on a new assignment may well reduce the "shakedown period" leading to operational goals by:

(1) Staff and committee meetings. Discreetly point out new goals; encourage participation; and listen carefully to members and problems.

(2) Contact individuals on the job too, in their offices, on their "home grounds" where they feel free to discuss problems and contribute.

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## ORGANIZATION PRINCIPLES AND LEVELS OF AUTHORITY

By  
Joseph P. Loftus

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*Summarized by John E. Tromer, Agricultural Marketing Service and T. R. Turner, Commodity Stabilization Service.*

### DIGEST OF TALK

1. Organization has been defined as "the form of every human association for the attainment of a common purpose." <sup>1/</sup>
  - a. In form it is a structure based on division of work, providing for specific assignment of different functions to responsible persons or groups. It is administrative.
  - b. Its members have resources of body, mind, and spirit to contribute. It is cooperative.
  - c. It is a means to united action. It is purposeful.
2. While purposes differ and types of cooperation are varied, and administrative practices may be dissimilar, students have tried to identify principles useful to know and practice.
  - a. These principles in practice tend to become institutionalized.
  - b. Historical institutions exemplify lessons of experience - state, church, and military organization, as well as the modern business corporation.
3. Some fundamental concepts of organization include those enumerated below:
  - a. Coordination is perhaps the first principle of organization.



b. Leadership, or command, is essential. It is implemented through a scalar process or chain of command from superior to subordinate and may involve committee or group participation in decision making.

c. Authority, or power to act, involves two aspects:

- (1) Responsibility attaches to the exercise of authority.
- (2) Delegation of authority multiplies the energy and capacity of a leader and serves to define the functions of his subordinates.

d. The span of control is a measure of how many subordinate officials one superior official can effectively supervise. The problem is one of relationships and intimate association to generate good team spirit.

e. Types of organization may be based on:

- (1) Major process.
- (2) Major purpose.
- (3) Clientele (or material).
- (4) Place.

f. Staff functions, as distinguished from line (of command) activities, should be:

- (1) Informative.
- (2) Advisory.
- (3) Supervisory, in seeing that policy is disseminated and carried out.

g. Decentralization of organization is an effort to conduct business as close as practicable to the clientele served or the problem being attacked. This is done to fit action to real problems at the point of need.

h. A football team is well organized to the extent that:

- (1) Jobs are well defined.
- (2) Relationships are well understood.
- (3) Lines of authority are clear and short.
- (4) Desire to win motivates effort.
- (5) Adjustments are made to meet game conditions.

i. A code of conduct generally becomes institutionalized in an organization.



j. An organization of itself is not dynamic; the dynamic is in the individual.

k. USDA organization presents a wide range of variation in the adaptations made to serve American agriculture.

4. Basic Principles of Organization<sup>2/</sup>

Principle No. 1 - "Every necessary function involved in the mission and objectives of the organization is assigned to a unit of that organization."

Principle No. 2 - "The responsibilities assigned to the unit of an organization are specifically clear-cut and understood."

Principle No. 3 - "No function is assigned to more than one independent unit of an organization. Overlapping responsibility will cause confusion and delay."

Principle No. 4 - "Consistent methods of organizational structure should be applied at each level of the organization."

Principle No. 5 - "Each member of the organization from top to bottom knows (a) to whom he reports; and (b) who reports to him."

Principle No. 6 - "No member of an organization reports to more than one supervisor."

Principle No. 7 - "Responsibility for a function is matched by the authority necessary to perform that function."

Principle No. 8 - "Independent individuals or units reporting directly to a supervisor do not exceed the number which can be feasibly and effectively coordinated and directed."

Principle No. 9 - "Channels of command are not violated by staff units."

Principle No. 10 - "Authority and responsibility for action is decentralized to the units and individuals responsible for actual performance of operations to the greatest extent possible, so long as such decentralization does not hamper necessary control over policy or the standardization of procedures."

Principle No. 11 - "Commanding officers should exercise control through attention to policy problems of exceptional importance rather than through review of routine actions of subordinates."

Principle No. 12 - "Organization should never be permitted to grow so elaborate as to hinder work accomplishment."

#### DISCUSSION

Led by Dean W. Bernitz, Federal Crop Insurance Corporation

The discussion period brought out the following additional points:

1. Authority can and should be delegated, but it must never be "abdicated." The executive is still responsible for getting the job done.
2. Some of the things to look for in judging the effectiveness of an organization are:
  - a. Relationships with the public it is serving.
  - b. Neatness and orderliness of the office.
  - c. Supervisory-subordinate working relationships.
  - d. Morale.
  - e. Quality and currency of accounting, reporting, and filing.
3. Staff officers should be used effectively. They can give advice on functional problems, do trouble shooting, and help develop policy. All staff people should be used to their full capacity.

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1/ From "The Principles of Organization" by James D. Mooney.

2/ Derived from Army Service Forces Manual M703-2.

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## FINANCIAL PLANNING AND MANAGEMENT

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By  
Robert P. Beach

Mr. Beach is Assistant Deputy Administrator, Operations, Commodity Stabilization Service, U. S. Department of Agriculture. He joined the Department in 1930 and has held progressively important positions, including Chief of Financial Analysis Division, Fiscal Branch, PMA, and Director of Budget Division, PMA. He holds a B. A. degree from George Washington University of Washington, D. C. He received a distinguished service award in 1957.

*Summarized by Walter L. Cline, Commodity Stabilization Service and William T. Powers, Commodity Stabilization Service.*

### DIGEST OF TALK

#### 1. Steps in Planning and Formulating a Budget

a. Whether or not you as an individual are directly concerned with financial matters in your agency, you are definitely concerned with the effects of plans for financing your work and the management of the funds available for it. Financial planning and financial management together represent the keystone for the whole structure of administration. Planning is basic to sound financial management and is a continuing process.

b. Although financial planning necessarily is a part of the process of using money after it is made available for operations, it has a major role also in the budget formulation stage.

(1) The first step in the formulation of the Department's budget is the preparation by individual agencies of a forecast of their budget requirements based on program plans and estimates. Ideally, they should be prepared by people at the work unit level. These forecasts are used for advance planning on a national level by the President.

(2) The next step is the receipt and analysis by the Secretary of the general fiscal and budgetary policies determined by the President. They set forth the overall ceilings on the amounts that may be included in the budget for controllable appropriations.



(3) The Secretary and his budget committee then review the various programs and activities of the Department and make allowances to each agency.

(4) The individual agencies of the Department then formulate their estimates for individual programs or activities within the allowances made by the Secretary. These estimates, with accompanying justifications, are then thoroughly reviewed by the Department Budget Office and Budget Committee and, when approved by the Secretary, are submitted to the Bureau of the Budget.

(5) The Budget Bureau reviews and hearings are held with the Department to answer any questions that may be raised. The Bureau of the Budget reviews the estimates with the President and either approves the estimates as submitted or advises the Department of revisions to be made.

(6) The President then presents the finished budget to the Congress with a budget message describing it in broad outline. It is then referred to the House and Senate committees and appropriate sub-committees. The Constitution provides that all appropriation estimates shall "originate" in the House of Representatives.

(7) The House committee usually holds the first hearings. When finally adopted by the full committee, the bill is reported to the House for action. The House debates, possibly revises, and finally passes the bill. The Senate meanwhile has probably started its hearings. It reviews in less detail than the House and after reporting and debate passes the bill. Differences between the House and Senate are resolved by a conference committee. The bill is then passed and sent to the President for signature.

Formulating the budget is one of the biggest planning jobs in the United States. Actually, from the time the original forecasts are made there is a continuing analysis and review, stretching over approximately 18 months before final passage of the bill.

## 2. Financial Management of the Budget

a. The financial planning and management that follows after the appropriation act is signed is not only related directly to the current program and work plans, but it is necessarily also closely tied to the planning that preceded passage of the act.



b. A system of financial management must be followed which accomplishes the following:

- (1) Utilization of the funds for each activity only for the purpose for which it was made available.
- (2) Utilization of each fund only to the extent fully justified by workload, or for payments or other expenditures actually required under the law.
- (3) Full observance of the provisions of law with respect to apportionments, obligations, and limitations.
- (4) Adequate accounting and reporting systems.

3. Some Management Devices That Are Used to Secure Effective Use of Funds

- a. Effective program and workload reporting is essential.
- b. Well planned and effective fiscal and budgetary policies and procedures which have been reduced to writing are essential.
- c. An effective and simple accounting system is a necessity.

Mr. Beach concluded his presentation with this statement:

"Constant effort on the part of all of us, whether or not we are directly involved in the processes discussed, will retain the Department in its position of leadership in the field of exemplary financial planning and financial management."

DISCUSSION

Led by Charles C. Cornett, Farmers Home Administration

The discussion developed the following additional facts:

1. For a sound budget there is needed:
  - a. Facts that you can prove.
  - b. A basis for determination of such facts.
  - c. A means of demonstrating how each fund is being used by use of an assignment or time record system.

2. The returning of unexpended funds by agencies is not unusual and should be done if we are honest with ourselves and the government.
3. Allocations by quarters is not new - we are just handling the matter much more strictly now.
4. Accounting and its attendant procedures are designed to serve management, not to dictate to management.
5. In developing budgets for new programs, we should use the best estimate possible based on comparable operations in other programs, making certain to break down into component parts the various functional aspects of the job.

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## INTERNAL CONTROLS, REPORTING, AND INTERNAL AUDITING

By  
John C. Cooper, Jr.

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*Summarized by Ray C. McDaniel, Soil Conservation Service and Thurman Trosper, Forest Service.*

### DIGEST OF TALK

#### 1. Necessity for Control and Management's Responsibility

Management officials of present day government agencies must develop ways and means by which they:

- a. Keep informed of significant day-to-day operations.
- b. Coordinate functions and activities.
- c. Maintain efficient performance.
- d. Ascertain the degree of compliance with established policies, plans, and procedures.
- e. Assure that the overall mission is being accomplished.

In large decentralized agencies management must develop a system of control adequate to:

- a. Safeguard the agency's assets.
- b. Check the accuracy and reliability of accounting and statistical data.
- c. Assure operational efficiency.



d. Encourage adherence to prescribed managerial policies and applicable laws and regulations.

## 2. Meaning of Control

Control means to exercise a directing, restraining or governing influence over some activity.

Controls provide the means whereby a complex decentralized organization can be run effectively and efficiently from a headquarters office.

Controls must vary with the size and complexity of the activities conducted and must be patterned to fit needs of the individual organization. Care should be exercised by management to establish only those controls which the nature and size of the organization warrants.

## 3. Types of Management Control

### a. Organization

A basic prerequisite of effective managerial control is that responsibility be delegated in a clear-cut and intelligible fashion.

### b. Accounting

Effective managerial control consists of the accounting plan and system, including fiscal procedures necessary to implement the system.

### c. Personnel Administration

Employees must be properly selected and trained with particular reference to the agency's regulations, policies, and procedures.

## 4. Need for Constant Review and Appraisal of Controls

There is a continuing need for appraisal and review of all internal controls in order to determine whether:

a. Overall policy or program changes have rendered some controls obsolete.

b. Any controls are in need of revision due to changes in procedures or practices.

c. Cost of maintaining certain controls is justified by the results.



## 5. Relationship of Reporting to Management Control

Reporting is a kind of control function that helps bridge the gap between the worker and top management. Reporting expedites administration of an organization operating at many locations and with several levels of supervision. The reporting system should be designed to provide a measure of performance, an indication of trends, and a means of detecting deviations from the plan of operations.

The system should provide for complete coverage of all principal operations of the agency.

The amount of detail in reports should decrease at each successively higher organizational level.

Reports to be valuable as a control should:

- a. Be practical.
- b. Complete.
- c. Concise.
- d. Clear.
- e. Intellectually honest.
- f. Readable.

## 6. Internal Auditing

Another item in management control is internal auditing. This function is one that has gained wide acceptance in government and private industry in recent years. In government, more and more reliance is being placed upon internal auditing by management as an effective tool in controlling operations and by the General Accounting Office in discharging its audit responsibilities to the Congress.

As an organization grows, there is increasing delegation of authority and responsibility to various levels within the organization. As a result, top management is further removed from day-to-day operations. Initially, the internal audit process involved checking vouchers and accounts. It has in recent years been expanded to include a check of all activities of an organization to determine whether or not policies and procedures are being carried out at various organizational levels. Consequently, the internal auditor has become an integral part of the management team.

Congress made internal auditing in government a legal requirement in 1950. This law provided specifically that the head of each executive agency shall be responsible for the establishment of systems of internal control, including appropriate internal audit.

## 7. Definition of Internal Auditing

The Institute of Internal Auditors defines internal auditing as "the independent appraisal activity within an organization for the review of accounting, financial, and other operations as a basis for service to management. It is a managerial control, which functions by measuring and evaluating the effectiveness of other controls."

## 8. Overall Objective

The overall objective of internal auditing is to assist all members of management in discharging their responsibilities with maximum efficiency. This is accomplished by furnishing them with objective analyses, appraisals, and pertinent comments concerning the activities reviewed.

## 9. Authority of the Internal Auditor

Internal auditing is a staff or advisory function rather than a line function. He does not give orders to make changes in procedures, operations, or policies of an organization. The internal auditor advises and consults with management officials concerning deficiencies discovered and submits recommendations for correction to management for consideration.

Findings and recommendations are set forth in the audit report.

## 10. Independence of the Internal Auditor

It is the policy of the Department of Agriculture for internal audit staffs of a particular agency to report directly to the Administrator of the agency.

## 11. Relationships to Agency Operations

The internal auditor's review and appraisal of operations does not in any way relieve other persons in the organization of the primary responsibilities assigned to them. His independent status allows him to perform his task objectively.

## 12. Scope of the Auditor's Work

Because of the varying needs between Departments of government and agencies within departments, the audit needs vary greatly. Typical of the type of work that can be assigned to audit staffs that has general applicability are the following:



- a. Ascertain the degree of compliance with established plans, policies, and procedures, including applicable laws and regulations.
- b. Reviewing and appraising adequacy of policies, plans, and procedures.
- c. Ascertaining whether the agency's assets are properly accounted for and adequately safeguarded from losses.
- d. Reviewing and appraising the reliability of accounting and statistical data.
- e. Appraising performance under the established policies, plans, and procedures.

### 13. Follow-up for Corrective Action

Audit reports are helpful at all levels of management in bringing about the correction of deficiencies discovered during audits. Line officers at various levels of the organization have the responsibility for the corrective action indicated.

### DISCUSSION

Led by Richard P. Sargeant, Commodity Exchange Authority

Although internal audit reports are made to the Administrator or head of an agency, information contained in the report is helpful to management at all levels of the organization.

For the most part, internal audit reports set forth corrective measures which should be taken and are therefore often labeled negative reports. Program and functional inspection reports provide a means of recognizing outstanding accomplishments as well as deficiencies in operations. The internal audit in no way replaces the need for or the value of these types of inspections.

The internal audit program must fit the needs of the particular organization and its auditors must have specialized experience, background, and aptitude to function effectively.

Several of the smaller organizations in terms of personnel in the Department of Agriculture do not utilize internal auditing because the effectiveness of the organizations can be evaluated on an overall basis.



Judgment should be used by management in making adjustments on the basis of internal audit findings. Some corrective actions should be taken immediately while others should be worked out over a period of time. The latter is true where the action materially changes operating procedures and affects large numbers of employees or where too rapid change would adversely affect public relations.

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## PROGRAM PLANNING AND PROGRAM EXECUTION

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By  
Donald A. Williams

Mr. Williams is Administrator, Soil Conservation Service, U. S. Department of Agriculture. He joined the Soil Conservation Service in 1935 and has a wide background in the field of operations and administration. He has a B. S. degree in civil engineering from South Dakota State College of Brookings, South Dakota. In 1956 he received an honorary degree of Doctor of Agriculture accorded by South Dakota State College for his leadership in agricultural work.

*Summarized by Harlon H. Backhaus, Soil Conservation Service and Steven J. Korian, Soil Conservation Service.*

### DIGEST OF TALK

Planning has been defined as "looking ahead," developing courses of action, prearranging details, and setting schedules. Execution is carrying out the plan.

#### 1. Planning

- a. People and leadership are the keys to program planning.
- b. Program plans are based on purpose, encompassing scope of legislation, policies, factual data, or soundly conceived estimates, and on the resources actually available.
- c. Plans set forth scope of operations, guide lines, and plan of action.
- d. Planning is good planning only when it provides 1957 methods and techniques in 1957.
- e. Planning is good planning when it is based on clearly defined and understood objectives and goals.
- f. Planning is good planning only when it results in:
  - (1) Action that moves in an orderly way toward successful completion.

(2) Procedures that provide quantity and quality of items needed at the proper time and place at the lowest possible cost and effort.

g. Course of action developed in program planning must have the support of those with whom we work.

h. Planning is a continuous process.

## 2. Special Considerations

Usually programs authorized by federal law are of direct interest to a large cross-section of people, involving many facets of private and public interests. This emphasizes need for real leadership and requires utmost of objectivity, diplomacy, and respect for facts and views of others.

## 3. Program Execution

Actually means one word "do." Its framework consists of division of responsibilities, delegation of authority, understanding of the job at all levels, and up-and-down clear communications. It is, in effect, the oil that keeps all parts of the organizational machine working smoothly.

## DISCUSSION

Led by E. C. Bjorklund, Soil Conservation Service

The discussion developed the following additional points:

1. Understanding of local people is a factor in program planning. If not developed prior to the passing of legislation, plans must include means of informing the people.

2. Local people, organizations affected, and federal and state agencies should be included for ideas, opinions, facts, and resources in:

- a. Formulation of framework and development of program.
- b. The plan of action.
- c. The execution of the program.
- d. The evaluation of the program.

3. Flexibilities are necessary in program development to provide for adjustments by:

- a. Legislation.
- b. Economics.



- c. Climatic conditions.
- d. Social changes.

4. The best measurements of the accomplishments of a program is determined by the acceptance of the program results by the people involved.

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# WORK PLANNING, SCHEDULING, AND MEASUREMENT

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By  
Robert P. Beach

Mr. Beach is Assistant Deputy Administrator, Operations, Commodity Stabilization Service, U. S. Department of Agriculture. He joined the Department in 1930 and has held progressively important positions, including Chief of Financial Analysis Division, Fiscal Branch, PMA, and Director of Budget Division, PMA. He holds a B. A. degree from George Washington University of Washington, D. C. He received a distinguished service award in 1957.

*Summarized by John P. Miller, Federal Extension Service and Raymond J. Totoro, Agricultural Marketing Service.*

## DIGEST OF TALK

### 1. Introduction

- a. Work plans tell how to do.
- b. Work schedules tell when to do.
- c. Work measurement tells what was accomplished.

Fitted together, these result in accomplishment of jobs in an orderly and effective way.

### 2. Work Planning

- a. Have it under the leadership of some one other than the person responsible for program planning. At the same time see that the two are coordinated.
- b. Procedures need to be so written to carry out the work plans.
- c. Plans of work need to be made, reviewed, and coordinated at all levels.
- d. Must come from the bottom on up to the top. It must be directed and followed up from the top to the bottom.
- e. Work capacity and budget must be coordinated.

### 3. Work Scheduling

a. Various segments must be timed in the proper order and length to result in an estimated calendar of events.

(1) Puts work in line for completion in order of desired priority.

(2) Aids in man power in financial planning and aids in avoiding backlogs.

b. As circumstances change, revisions in schedules are required.

### 4. Work Measurement

a. Determines extent plans are carried out and schedules met.

b. Proved successful in large offices.

c. Without it there is no realistic method of determining effects of change in volume of operations on man power, costs, and operating plans.

d. Basic steps involve:

(1) Definition of each measurable item.

(2) Count each significant item as it becomes part of workload.

(3) Count number significant items completed.

(4) Measurement of all the time spent throughout the office on all steps involved.

(a) Use a uniform system of coding to keep the number of items to a minimum.

(5) Record time spent on each type of work not measurable in terms of units.

(6) Monthly reports showing for each item:

(a) Number of units received.

(b) Number of units completed.

(c) Number of units on hand at beginning and end.

(d) Number of man days expended on each item.

(e) Number of man days indirect labor and leave taken.



e. Major problems are:

- (1) Determination of which items to count.
- (2) At what point they should be counted.
- (3) Achieving uniformity in counting techniques.

f. Accomplishments

- (1) Improved production efficiency.
- (2) Lower cost and man power requirements.
- (3) Formulation of realistic budget estimates.
- (4) Execution of budget.
- (5) Planning and other aspects of office management.
- (6) Prediction of reasonably accurate man power requirements and cost.
- (7) Increased overall production rates each year.
- (8) Permits fully supported and documented budget, operation, and other presentations. Eliminates "guesstimates" and generalizations.

g. Electronic data processing will make many changes. It will increase rather than decrease its importance to management.

- (1) Work measurement provides base from which EDP feasibility studies may be made effectively.

## 5. Summary

a. Basic Requirements

- (1) Well thought out work plans.
- (2) Document and follow-up work plans.
- (3) Definite time schedules.
- (4) Comprehensive and consistent work measurement.
- (5) Review and appraisal.

## DISCUSSION

Led by Dr. George P. Summers, Federal Extension Service

1. Develop flow charts of work.
2. Develop detail of every operation, large or small.
3. Have each unit agree on jobs they do.
4. Some areas will show need for more help.
5. Starting the program will reveal items missed.
6. Aid in relocating or assigning personnel.

7. Where applicable is a valuable aid in budgeting.
8. Develop and use definite work plans and schedules.
9. Important to record all of the time for every day.
10. Once started, never want to return to old system.
11. Cannot be used for every type of job or unit, i.e., "think type" jobs, program analysis, etc.

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## TRENDS AND EFFECTS OF AUTOMATION IN MANAGEMENT

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By

Stone Wipprecht and Theodore H. Anderson

Mr. Wipprecht is Regional Manager of the Univac Division, Sperry-Rand Corporation, Kansas City, Missouri. He has been employed in a sales capacity since 1941 with Remington-Rand Corporation in Omaha, Minneapolis, Denver, and Kansas City. He attended the University of Utah, Salt Lake City, where he majored in chemical engineering. He holds a membership in the Cost Accountants Association of Denver.

Mr. Anderson is Deputy Director for Management of the Kansas City Commodity Office, Commodity Stabilization Service, U. S. Department of Agriculture. In this position he has made a significant contribution to the installation of electronic data processing in the Kansas City office. He began his government career in 1941 and has served in various important assignments in Washington, San Francisco, Chicago, and Kansas City. He holds a degree in business administration from Marquette University of Milwaukee, and has done graduate work in public administration at American University of Washington, D. C.

*Summarized by Richard M. Dailey, Soil Conservation Service and Elvin C. Bjorklund, Soil Conservation Service.*

### DIGEST OF TALK

"Today's managers occupy a key position in an industrial revolution, more profound and far reaching than any event in man's history. Its fruits are new products, processes, and technologies in prodigious variety and quantity, all leading to new levels of profit and new levels of living for an expanding population. The basic change, which is producing this revolution, is a newly found power and range of application for our intellectual skills and abilities as we exercise them through science, engineering, and research."

This quotation exemplifies to a large degree the type of material which is being written about electronic computers, automation, and data processing.

#### 1. Types of Computers

Two main types of electronic computers are in use today, the analogue computer, which measures, and the digital computer, which counts.



a. The analogue computer may be looked upon as an electronic slide rule. Basic forms of an analogue computer include the automobile speedometer, gas or light meter, or any other such type not needing minute precision..

b. The digital computer deals with digits and is so precise that there is no limit in its accuracy. We shall be primarily concerned here with the digital type of computer.

## 2. Tasks Performed by Computers

An analysis of office work shows that the various tasks performed fall into these categories:

- a. Classifying.
- b. Sorting.
- c. Recording.
- d. Calculating.
- e. Summarizing.

Simple office machines can perform these tasks separately or even two such tasks in one operation. However, control and communication between the various machines are still human functions. With electronic computers all of these activities are handled in a completely automatic manner. We can thus think of computers as Data Processing Systems.

## 3. Programming

Programming is the human guidance required by the electronic computer. It is telling the computer what to do and in a language it understands. Without this human guidance it is nothing more than a mass of metals, parts, and wires.

## 4. Factors to Consider in Installing Computers

The effect of placing a computer in business must be weighed and measured as would any other change which might take place in an office. However, in the case of a computer the effect is on a highly magnified scale. Adding a computer involves thinking objectively and precisely, using foresight, and employing the scientist's methods of analysis and experiment.

Management must consider:

- a. A very sizeable expenditure in one piece of equipment capable of rendering control reports almost instantaneously.

b. Space requirements.

c. Personnel need for:

- (1) Programming.
- (2) Operation.
- (3) Analyzing reports.
- (4) Making management decisions.

d. Reassignment of personnel.

Dr. John W. Carr III, Assistant Professor of Mathematics at the University of Michigan, wrote:

"The coming of these machines has brought a requirement for a new type of professionally trained person. No one has yet completely formulated his job description. The job of planning and supervising the solution of problems on a general purpose computer, or information machine, requires much of the same ability as planning and supervising a human information system. The standard problems of language in a more complex form still arise and, in addition, we have a second problem of automaticity, or the understanding of the different behavior of machines as opposed to humans. If my estimate is within reasonable guess distance, in three years there will be the equivalent of 5,000,000 people, not displaced from their jobs but in jobs newly created for the processing of information."

Data processing, or office automation, is a proven asset to today's management. It cannot be ignored as something which will go away, but must be classed as another responsibility factor in the know-how of modern management.

Mr. Wipprecht outlined the mechanics of a typical electronic computer installation, tracing hypothetical transactions from the original "input" stage to the final "output" product. He also illustrated how data in the "storage" section of the equipment can be readily singled out and used for immediate reference purposes, or in connection with the establishment of current records and controls.

Mr. Anderson, using charts, then gave a detailed description of typical grain program transactions and their handling through the data processing equipment, and how activities of the ASC offices and the Kansas City CSS Commodity Office had been coordinated in such a way as to achieve full use of the electronic equipment. Mr. Anderson also summarized the manner in which the Kansas City CSS Commodity Office had

made exhaustive surveys and performed other preliminary work before deciding that electronic computer equipment would be desirable.

#### DISCUSSION

Led by Walter L. Cline, Commodity Stabilization Service

The discussion brought out the points outlined below:

1. That data processing systems comprise these basic components:

a. Input

A device for converting facts into electric pulses.

b. Control

This directs the whole operation. It issues a cycle of instructions to the computer for each new bundle of facts, going on to the next cycle when the preceding one is finished.

c. Arithmetic

This is a part of the processing section that does the adding, subtracting, multiplying, dividing, and comparing.

d. Storage

Input storage holds each bundle of facts while it waits to be processed. Memory storage holds standard information and some instructions, feeding them to the processing section when needed.

e. Output

This device converts results into desired form.

The above functions can be performed only after the computer has received proper information and instructions. This will come about through proper programming of each task the computer is asked to perform.

The human element cannot be forgotten or neglected.

Employees must be kept informed of the effect automation will have on individual jobs. Management must plan programs to place people into other work. Also, through regular attrition, jobs are eliminated and not filled.



Use of data processing systems will have an effect on all phases of office operations. For example, it isn't logical to obtain instantaneous data and then have it lie around the office for a long period before making it available for use by management.

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## THE SUPERVISOR'S ROLE IN MANAGEMENT

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By  
Dr. Wm. R. Van Dersal

Dr. Van Dersal is Assistant Administrator for Management, Soil Conservation Service, U. S. Department of Agriculture. He has had some 22 years of experience in the government, about one-half of which has been devoted to problems in administration. He has also had experience in operations and as a personnel officer. He is author of numerous books and other published material dealing with many phases of conservation, supervision, staff organization, training, operations management and the like. He has recently returned from a year's leave of absence under a Rockefeller Public Service Award during which he reviewed administration of natural resource programs in the United States, Canada, Britain, Australia, and New Zealand.

*Presented by Wm. B. Davey, Soil Conservation Service.*

*Summarized by Ross L. Stump, Forest Service  
and Richard P. Sargeant, Commodity Exchange  
Authority.*

### DIGEST OF TALK

Dr. Van Dersal's material emphasized the tremendous importance of supervision and covered certain principles of supervision, putting the principles to work, as well as what supervisors have to do personally.

#### 1. Principles of Supervision

General principles that a supervisor must know and keep in mind in doing an effective job of supervision include:

##### a. People Must Always Understand What Is Expected of Them

The new employee should know:

- (1) What his agency stands for, how it is organized, how it operates, and what it does.
- (2) What his particular job is, the duties he is expected to perform, what authority he has, if any, and how his job relates to those of his fellow workers and his supervisor.
- (3) How the quality of his work will be measured.
- (4) How the quantity of his work will be measured.

b. People Must Have Guidance in Doing Their Work

Guidance involving the following is needed:

- (1) Information on current organizational developments.
- (2) Techniques enabling a man to do his work better.
- (3) Personality improvement suggestions.

c. Good work always should be recognized.

d. Poor work deserves constructive criticism.

e. People should have opportunities to show that they can accept greater responsibility.

f. People should work in a safe and healthful environment.

2. The Art of Supervision (putting the principles to work)

Putting the foregoing principles into practice makes up the art of supervision and includes the following:

a. How to Begin Supervising

- (1) Know your people well.
- (2) Know all parts of your job well.

b. How to Give Orders

- (1) Suggest rather than command.
- (2) Explain reasons.
- (3) Analyze situation.

c. How to Get Help from Your People

- (1) Delegate authority judiciously.
- (2) Follow up.

d. How to Make Decisions

- (1) Get the facts.
- (2) Weigh and decide.
- (3) Take action promptly.
- (4) Check results.



e. How to Criticize

- (1) Do it privately.
- (2) Tell him why.
- (3) Offer helpful suggestions.

f. How to Handle Long Distance Supervision

- (1) Work plans.
- (2) Meetings.
- (3) Regular visits.
- (4) Reports.

3. Being a Supervisor (what supervisors have to do personally)

a. Attitude

- (1) Interested in people.
- (2) Patient.
- (3) Understanding, sympathetic, and tolerant.
- (4) Loyal.
- (5) Receptive to suggestions.
- (6) Tactful.
- (7) Objective.
- (8) Dependable.
- (9) Cooperative.
- (10) Democratic.

b. Traits

- (1) Sense of humor.
- (2) Enthusiasm.
- (3) Imagination.
- (4) Common sense.
- (5) Integrity.

c. Abilities

- (1) Teacher.
- (2) Analyzer.

DISCUSSION

Led by Ray C. McDaniel, Soil Conservation Service

Because of the absence of Dr. Van Dersal, a panel of four participants in the Institute joined Mr. McDaniel in leading the discussion. This

panel included James Wenban, FS; Wm. T. Powers, CSS; and Thomas Wilson, AMS.

In response to specific questions, the following conclusions were reached:

1. As a normal procedure, visits to subordinate offices should be announced but there are occasions when unannounced supervisory visits are desirable. For example, visits while in the area for other reasons.
2. "Aloofness" of a supervisor from his employees should not be accepted as a general rule of management. Work conditions, types of work, geographic situations, and personalities are but a few of the factors which influence this relationship.
3. A good supervisor considers personal "face" last, takes human interest in those under him, respects rights of others, solicits opinions from subordinates, and obtains intelligently guided cooperation from his fellow workmen so that they will understand the reasons for their (and his) actions.
4. No executive or employee occupying a single position should be subject to definite orders from more than one person. Considerable time was spent by the group discussing actual case problems and applying the principles of administrative management presented during the weeks' program.

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## DEVELOPMENT OF ASSISTANTS - TRAINING

### (Including the Development of Junior Executives)

By  
John W. Godbold

Mr. Godbold is Director of the Ninth U. S. Civil Service Region, St. Louis, Missouri. From the beginning of his government career in 1939, when he became associated with the National Youth Administration, he has held progressively important posts in the personnel field. He has a B. A. degree from Millsay College of Jackson, Mississippi, and has also attended the University of Chicago. He presently is studying at St. Louis University (evening classes), working on a Master's degree in public administration.

*Summarized by Frank I. Jeffrey, Agricultural  
Research Service and Charles C. Cornett,  
Farmers Home Administration.*

#### DIGEST OF TALK

The following are some of the highlights from Mr. Godbold's lecture:

In our growing national economy with its chronic shortage of skilled manpower, trained personnel for management positions is our most critical problem.

This condition will not be changed in our lifetime, says Mr. Godbold. For example, he calculates that within 15 years replacement for all of the people now occupying key positions in the Federal Civil Service will have to be developed, plus the additional people needed because of our continued growth.

Heretofore, a high percentage of our trained executives and managers have been recruited from industry when needed. Today competition is such that this is no longer possible and we must prepare to develop skilled manpower and management talent within our organizations to fill future needs. For the future our emphasis must be on the long range opportunities for talented and career-minded young men and women. This is not wishful thinking. It is a matter of grim necessity.

In approaching this problem the Civil Service Commission agreed over a year ago to put into operation a program of:

1. Analyzing tomorrow's needs for executives and key personnel.
2. Estimating the recruitment needed by numbers and types of jobs at the entrance level.



3. Deliberately planning for an expanded and balanced intake of high caliber recruits each year, recruits with a potential for growth and advancement.

In addition to these steps, we must plan ahead, recruit aggressively and hire people of high caliber right out of our colleges for training in career management positions. We can no longer meet the competition of industry in recruiting Ph. D.'s and other highly trained people from colleges.

We must revise our thinking on personnel management and budget for adequate training of our personnel for tomorrow's use. For example, the money spent by the USDA for the TAM Institute now being held in Kansas City is a relatively small investment in the development of their most important assets, the career employees.

There are five basic ideas for employment development and they are:

1. Line responsibility.
2. Individually centered development.
3. Appraisal.
4. Separation of development from promotion.
5. Decentralization.

Essentials of training consist, first and probably most important, in the creation of a proper "climate" for self-development by management, decentralization of operations, coaching of employees on the job, providing incentives, letting the employee carry the ball (responsibilities), and creation of pride in the organization.

Whatever the merits of an employee development program may appear to be on paper, it will succeed only if there is an adequate supply of people of high potential who have the capability of utilizing the developmental opportunities offered to them. Proper and continuous evaluation of employee development programs is also essential.

Employment development is a prime responsibility of management which creates the proper climate, develops the plan, encourages and persuades, provides the budget, obtains top management support, and recruits the proper individuals who, through these motivating forces, will have the incentive for self-development. But almost all development is self-development. One test of our development program lies in our source of personnel for key jobs. If we can consistently fill these jobs with competent people in the service, our program is succeeding. If, on the other hand, we must go outside the service for competent people, our program needs overhauling.

## DISCUSSION

Led by Thomas Wilson, Agricultural Marketing Service

Mr. Wilson thanked the speaker for his presentation and immediately took the first question from the floor. All members of the group participated in questions and comments with all questions answered by the speaker. Some of the thought-provoking questions asked, each of which was fully discussed, follow:

1. What have the colleges done to prepare courses on public administration and management? Has anything been done in high schools on training for public service?
2. Is the FSE Examination the best type of recruitment instrument?
3. Are entrance standards always realistic?
4. Have we gone as far as we should in assisting employees to finance official moves, in comparison with that paid by industry?
5. Have we done enough to acquaint our college graduates with what our agencies have to offer in career employment?
6. Are the Civil Service rules and regulations adequate? Should they be modified and made less stringent to encourage recruitment?
7. Is there a danger in our personalized training of beginners of coddling them so much they lose initiative instead of gaining it?
8. Is the government too weak in providing training and self-improvement opportunities to employees?
9. Can competition be partially met by eliminating the formal examination and substituting the probationary period for the formal examination?
10. Would improved health and accident programs be incentives to recruitment?
11. There is a need for a coordinated recruitment program. What has been done towards this end?
12. How are training costs budgeted?

There were many other questions on the same problems that evolved in the discussions. The general consensus was that careful scrutiny is needed in the entire field of recruitment and employee training with

improvements needed to encourage applicants for employment from graduates with a career as their objective. The question as to whether the formal FSE Examination could be waived aroused much interest and it was felt that such a waiver deserves careful study.

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## PUBLIC RELATIONS IN MANAGEMENT

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By

John Thornberry

Mr. Thornberry is Director of Public Relations and Advertising, First National Bank, Kansas City, Missouri. He is a graduate of Yale College and the Yale School of Law. He also attended Western Reserve and Washington Universities for graduate social work. His interesting and varied career has included private law practice and several public positions, including appointment as the first Superintendent of "Algoa Farms", Missouri's intermediate reformatory for young men. At the request of a group of Kansas Citians, he later opened the Boys Club of Kansas City and has continued as its only Director. He has also been prominent in the radio and television fields, and has provided leadership in many civic, social, and church groups.

*Summarized by R. Bernard Galbreath, Rural  
Electrification Administration and Roy Usseery,  
Farmers Home Administration.*

### DIGEST OF TALK

Mr. Thornberry stated that public relations has many definitions but for the discussion he chose to define it as "the gentle art of persuasion." He further defined it as:

1. A management function.
2. A tool of management.
3. A skill of communication.
4. The education of the public.
5. A prompt, gracious and courteous manner.
6. Above all, telling the truth.

Good relations with the public are essential to continuing, favorable business conditions.

A public relations program should achieve an understanding and, through this understanding, support for well defined objectives.

Particular emphasis was placed on the following general principles:

1. Responsibility for good public relations, like all other elements of business, is that of management but everyone can and should participate.
2. Sound public relations do not just happen. The program must be planned. The program and action must be coordinated.
3. A public relations program based on anything other than the straight truth is harmful. Do not mislead.

4. A public relations official does not have to be a technician; he must, however, know human relations.

5. Good public relations is first and foremost the result of the effective use of communication in all its forms:

Good Communications

Bad Communications

Fact	vs.	Rumor
Planned	vs.	Accidental
Purposeful	vs.	Haphazard
Directed	vs.	"Shotgun & Scattered"

6. Good public relations means planning in advance of the development of the problem. It is not a crisis tool.

7. Public relations is the result of what we, as individuals or organizations, are, what we do, what we say.

8. A good public relations program must be based upon facts, not guesses. What is the goal? Who is your public?

9. Through sound public relations understanding can be achieved with little cost. It cannot be bought. Mere publicity is not public relations.

10. A public relation program is actually carried out through all individuals in the organization, from the janitor up.

11. A good public relations program calls for informing, not selling.

12. In any contact, do not assume the unimportance of anyone, treat everyone fairly and courteously. Apply the golden rule.

13. A good public relations program is underway all the time - day and night, month-in and month-out.

Mr. Thornberry, in discussing the application of these principles to government, stressed the following:

1. Representatives of government agencies have a particularly difficult public relations job:

a. People resent authority.

b. Many government forms, regulations, etc., when not understood, make people mad.

- c. Merely seeing a "government employee" frightens many people.
- d. Comparatively, a government representative is "on top" as many others see him.
2. Know your job so as not to be guilty of adding to rumors.
3. Work for understanding at all times and with all people.
4. Act when action is called for. Do not hold off doing what you know you should do.
5. In communicating, either orally or in writing, use simple, understandable terms. If your message cannot be stated in this way, meet requirements but explain why. Be Courteous!
6. Employ utmost skill and tact in presenting or explaining difficult programs. Avoid a supercilious attitude.

A man convinced against his will is of the same opinion still!

#### DISCUSSION

Led by John P. Miller, Federal Extension Service

Mr. Thornberry invited, and his lively, interesting style prompted questions and discussions throughout his talk. The subject matter of the various points covered is reflected in the foregoing outline.

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New York, Public Relations News.

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# THE GROUP PROCESS IN ADMINISTRATION

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By  
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*Summarized by Alton D. Crowe, Idaho State ASC  
Committee and Jack H. Morrison, Federal Crop  
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## DIGEST OF TALK

1. Administration itself is a group process, although some limitations must be placed on the subject. Public administration has peculiarities not common to other types of administration.

Three important elements constitute the essentials of the group process in administration. These are:

- a. Organization.
- b. Committees.
- c. Conferences.

## 2. Organization

Organization, whether formal or informal, is essentially cooperation. "It can be complex but must get the job done."

### a. Features of Cooperation

(1) Composed of physical, biological, personal, and social factors.

(2) It must be efficient to maintain itself.

(a) Depends upon what it serves and produces on one hand and how it distributes its resources; and how it changes motives on the other.

(3) Cooperative system is incessantly dynamic, a process of continual readjustment to physical, biological, and social environment as a whole.

b. Formal Organization

(1) A system of consciously coordinated activities or forces of two or more persons.

(2) A formal organization must have:

- (a) Communication.
- (b) Willingness to serve.
- (c) Common purpose.
- (d) Continued existence dependent upon:
  - i Effectiveness.
  - ii Efficiency relative to securing of necessary personal contributions.

c. Informal Organization

(1) Group of three or more persons.

(2) Establishes certain attitudes, understandings, customs, habits, and institutions.

(3) Creates conditions under which formal organization may arise.

(4) Formal organization creates informal organization.

(a) Functions of Informal Organization

- i Communication.
- ii Maintenance of cooperation.
- iii Maintenance of feeling of personal integrity, self respect, and independent choice.

3. Committees

a. A group of three or more persons.

b. Authority

(1) To make decisions.

(2) Chairman only formalizes decisions when not empowered to decide.



- (3) Advisory.
- (4) Use committees to give appearance of acceptance.

c. Types

- (1) "Snowball," "shirt sleeve," "spontaneous," "ad hoc."
- (2) Standing committee, formal (CCC Board of Directors).
- (3) Advisory (President's Agricultural Advisory Commission).

d. How Utilized

- (1) Formally, for complex organization.
- (2) Informally, "Anyone want to disagree?"

e. Internal Mechanics

- (1) Deliberates on matters of policy.
- (2) Explores subject ahead of meeting.
- (3) Provides for follow up.

4. Conference

a. Exchange Among Persons with Interdependent Functions but Different Points of View

- (1) Essential element of administration.
- (2) Grows from ability to receive ideas and communicate them.
- (3) Interdependent Steps
  - (a) Gaining awareness and understanding of problems.
  - (b) Solving the problem.
  - (c) Securing acceptance and execution of the problem.

5. Concluding Comments

a. Organization, committee, conference - Must be adapted to purpose.

b. Rarely does anyone serve one purpose.

c. All composed of "people" with different backgrounds, likes, and dislikes, motives, objectives, and talents.

d. Each must be used to attain a recognized objective.

e. Assignments should be enlarged when possible rather than create new ones.

## DISCUSSION

Led by Marvin E. Johnson, Farmers Home Administration

Q. What are some ways of overcoming resistance to change?

- A. 1. Encourage support policy of administration.  
2. Appeal to reason.  
3. Appeal to loyalty.  
4. Application of sanction.

Q. How do you get farmers to go along with all of the various agricultural programs?

A. It is a constant problem to deal with.

Example: Conservation Reserve - How to get farmers to participate.  
Here are some possible ways:

1. Information to prospective participants and objectives.
2. Persuasion - What it will do for group or farmer.
3. Attractiveness - Benefits for group or farmer.

Q. How is decision arrived at in committee action?

A. Depends on responsibility of the committee, whether it is appointed to advise or is a policy making committee.

1. By majority vote.
2. By calling for dissenting opinions.
3. By calling for motion and voting on motion.

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## COMMUNICATIONS IN MANAGEMENT

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By

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*Summarized by Lloyd W. Fletcher, Agricultural Marketing Service and George Schramm, Agricultural Research Service.*

### DIGEST OF TALK

#### 1. Communication

"Communication" is widely and erroneously thought of in terms of the communication media alone (Such as letters, wires, telephone, etc.). Actually, it is much more than that. It may be defined as any behavior that leads to an exchange of meaning. It is a two-way process of transferring information occurring only when the observer or recipient receives and registers the information transferred.

2. Communication is concerned with the methods, processes, and information involved in transferring information from one person or group to another person or group and the significance of this transfer in achieving the desired result.

#### 3. Principles of Communication

a. The first principle can be stated as "Do unto others as you would have others do unto you."

b. Factual communication is based on the following principles:

(1) Completeness - Round out the patterns and supply the details that the reader (recipient) expects.

(2) Consistency - Carry out each pattern of expression according to one plan.

(3) Clearness - Indicate the connections and relative importance of the parts of a pattern.

(4) Conciseness - Give the full message in the fewest symbols.

(5) Correctness - In writing (or communicating) use the words (symbols), idioms, and patterns that are customary on the written (spoken) level of conservative American English today.

#### 4. Oral Communication

##### a. Conferences

(1) To pass information from leader to group.

(2) To collect information from the group for later action.

(3) To get the group to reach a decision on a subject.

(4) To get group acceptance of a plan of action on a set of circumstances.

Important - Plan meetings sufficiently in advance. Be sure all needed people (and only the needed people) will be present.

##### b. Reports

Oral reports may be a summary of a conference or of a committee action. The manner of presentation and detail may be varied. However, oral reports become more effective if they are supplemented with visual material in the form of charts, pictures, or models.

##### c. Instructions

Oral instructions that are to produce the desired results must:

(1) Tell what is to be done.

(2) Show what is to be done.

(3) Permit try-out performance.

(4) Permit follow up.

Faulty, weak, or skimpy instructions cause errors and many times unnecessary action.

d. Telephone

Telephone communications, to be effective, should be planned and all information exchanged recorded by making notes.

The factual information should be verified by letter or memo.

5. Written Communication

Not all written communication is vital, accurate, succinct, or understandable. It should be determined what functions we expect written reports, memoranda, and letters to perform, and how they can be designed to achieve these objectives.

a. Written Reports

(1) The principle characteristic of this kind of report is that it provides a record of summarized data, results of meetings or events, or the status of work on a periodic basis.

(2) The report should state briefly and clearly at the beginning what the subject is and should contain in order a summary of its total content, the details of the subject, and a complete conclusion.

b. Memoranda and Letters

(1) They should be as complete as necessary to get the information across and concise to the recipient.

(2) Memoranda can be very informal, flexible, and should generally be brief.

(3) It is advisable to include pictorial representation of ideas wherever possible as attachments to reports, memoranda, and other written communication to highlight important information.

6. If the well informed worker is a better worker, we must insure that the information he needs is reaching him through effective communication.

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## MANAGEMENT OF A SMALL FIELD OFFICE

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By

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*Summarized by R. M. Dailey, Soil Conservation Service and Marvin E. Johnson, Farmers Home Administration.*

### DIGEST OF TALK

A manager's job involves two basic managerial problems:

Internal - Employees

External - Public Relations

#### 1. Internal Management

a. An important difference between a large and a small office is that a large office permits greater specialization and a greater division of labor.

b. Unless an employee receives instructions from one supervisor and only one at a time, there is confusion, uncertainty and inefficiency. The best way to observe the chain of command is to check with the intermediate supervisors every two weeks.

c. Communications, which are extremely important, start with the first interview with the prospective employee. Some employees are interested primarily in opportunities for advancement, others location, five-day work week, etc. Written instructions are needed within the office to avoid misunderstanding.

d. The first-line supervisor is responsible for training the clerks and typists. Training takes place on each assignment. One way to train new statisticians is by orientation, observation, and

clerical work for several months. We prefer to give the new employee full responsibility for his job. Each statistician improved his speaking ability by radio broadcasts and following me in joining a toastmasters' club.

e. A skill sheet is used in evaluating stenographers, typists, and clerks. A list of 90 items of experience is used in evaluating statisticians. A continuous effort is made to improve such elements as getting along with people. Praise is much more effective than criticism.

f. The overall objectives were reviewed in planning the federal part of program. State publications are planned two years ahead.

g. Morale is maintained by showing appreciation and genuine interest in employees. Misunderstandings become known by tuning in on "grapevine" and undesirable situations are corrected promptly.

## 2. External Management - Public Relations

a. The most effective device for keeping 1,500 farmers reporting is a monthly release, sent to these reporters only, giving the county, name of reporters, and their narrative comments. Each reporter's name and comments are shown at least three times a year. Annual honor roll listing those who submitted 10 and 12 monthly reports is also effective.

b. The allocation of time between the office and outside the office making talks, on service club activities, etc., presents a continuing problem. Manager must do that which is most important.

c. Every effort must be made to avoid misquotes in the newspapers, on the radio, and TV. Leaks on crop reports do not occur.

## 3. Summary

In managing a small field office, hire competent people; plan ahead so that the people who do the work know what to do and when so that they too can plan; and push responsibility down to the lowest level of authority possible. Let people know how important they are and that you appreciate the work they do. Always have a positive attitude. Be optimistic. The manager sets the tone of the office.



## DISCUSSION

Led by Roy Ussery, Farmers Home Administration

In the discussion following the formal presentation, the following points were brought out:

1. In a small field office, it is important for the office manager to have a working knowledge of the technical positions under his supervision. It is beneficial if he has had actual field experience in these positions.
2. Always give employees the facts regarding their possibilities for advancement. Never, however, let them lose hope.
3. When employees are required to work overtime, it often is because of mismanagement, either in the field office or in one on a higher level.
4. If funds are not available to employ the people needed to carry out a program, then the program should be curtailed to bring it in line with the budget.
5. The Student Trainee Program is an excellent recruiting device. Sound judgment must be exercised in its use, particularly in recruitment of trainees, and in discussing job opportunities following graduation.
6. Administrators should keep in touch with student trainees. Not only when they are in the job between school terms, but also during the periods they are enrolled in school. In many cases, they may be employed advantageously on a WAE basis during the school year.

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## THE HUMAN SIDE OF THE ADMINISTRATIVE PROCESS

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By  
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*Summarized by Dale Suplee, Agricultural Research Service and Ray C. McDaniel, Soil Conservation Service.*

### DIGEST OF TALK

#### 1. Men and Machines

a. Men are often compared to machines. Despite the resemblance, men are not machines. Differences are:

(1) Human being is a self-actuating organism, never stops operating until he is dead.

(2) The machine will operate the same way as long as certain basic factors remain constant - fuel, maintenance, and work load.

(3) The machine is far more predictable.

(4) Machines come equipped with a book of instructions on how to operate and repair. "New employees, however, do not come to us so equipped."

b. Supervisors spend hours and dollars getting a machine to operate properly but may not spend 10 minutes to help an employee.

c. As machines have operating instructions, so should we develop standards and guide lines to handle people.



## 2. Human Behavior Is Not Mysterious

a. Human behavior results in the need to satisfy the basic drives found in all people. These basic drives are:

- (1) Hunger.
- (2) Thirst.
- (3) Self preservation.
- (4) Self perpetuation.

b. In management we are interested in those drives that are usually in evidence in a work situation. Of the four mentioned, self preservation weighs heaviest. It includes:

- (1) Preservation of the organism - freedom from bodily harm.
- (2) Preservation of self esteem, dignity, ego, and ideas.

c. Of all of the factors of self preservation mentioned, the preservation of self esteem is most important in a work situation.

d. Basic drives have a system of priorities.

- (1) Hunger, for example, might temporarily take precedence over self esteem in the scheme of self preservation, but will be secondary when this factor is no longer vital.

## 3. Why Do People Behave Differently?

a. Since all people have the same basic drives, they act differently because of:

- (1) Environment.
- (2) Experience.
- (3) Education.
- (4) Health.
- (5) Physical condition.
- (6) Finances.

b. Differences in the degree of present need determine action taken by a person at a given time.

- (1) In time of dire emergency the action taken by an individual depends upon which of the basic drives is most dominant.

- (2) Our attempt to satisfy our basic drives or needs produces what we call behavior.

(3) The behavior of a human is not a set pattern, but rather a dynamic changing thing arising out of the satisfaction or attempt to satisfy the dominant need of a particular time.

c. People behave as they do because they feel it is to their advantage at the time. For example, when society imposes regulations on us which conflict with our basic drives, they will be disregarded by a majority of the people.

d. The difference in behavior of an individual can be a result of a change of need from within, or a change they perceive in their environment.

#### 4. Early Attitudes and Their Effects on Behavior

a. Attitudes of a person developed during childhood toward parents, teacher, and others can effect attitudes of an individual toward supervisors insofar as the latter has traits that remind the person of childhood experiences. These can be favorable or unfavorable.

#### 5. You Do Not Change People, They Change Themselves

a. Man wills that he change himself. First, help employee to see that he needs to change his attitudes or habits and to recognize the benefits.

##### b. Reason for Change

(1) This may be due to lack of understanding and proper instructions.

(2) Mishandling by the supervisor may injure employee's dignity, ego, or security.

(3) Supervisors should evaluate and study reasons why employee was motivated into this behavior.

(4) After complete study has been made, then proper methods can be applied to correct and help. They must be carried out in such a manner as not to cause a threat to his self esteem.

#### 6. Supervisors Also Have Self Esteem

a. Injuries to self esteem could occur from many causes.

(1) No merit increase. Top of grade and no chance for advancement.

- (2) Someone promoted over him.
- (3) Reprimanded about his work.
- (4) Improvement suggestions ignored or turned down by higher authority.

b. How Might the Supervisor Behave

- (1) Criticise boss or company, either openly or in private.
- (2) Cause distrust among those under him.
- (3) Slow down work.
- (4) General lack of interest.

These reactions must be avoided. It lowers morale and production. Since it is the responsibility of the supervisor to maintain stability and security in order to get the job done efficiently, he must understand the importance of self esteem to himself and employee.

7. Different Behavior Patterns Employed by People to Achieve Security

a. All employees desire attention and achieve security or self esteem in many ways.

b. Four Types of Behavior

(1) Dominate Type

- (a) Argumentative.
- (b) Easily angered.
- (c) Uncooperative with equals.
- (d) Servile toward superiors.
- (e) Arrogant towards equals or inferiors.
- (f) Distorts a problem by only seeing one part.

(2) Non-Conformist Type

- (a) Unusual mannerisms. Different or extreme dress.
- (b) Horseplay.
- (c) Gripping, dissatisfaction.
- (d) Creates all kinds of excuses to see the boss.
- (e) Not stable or dependable, especially if assignments will not draw attention.



(3) Perfectionist Type

- (a) Doesn't care to share his tools or equipment.
- (b) Must have everything in order before he starts.
- (c) Is impatient with others.
- (d) Very serious. Lacks humor. Unhappy about the world.
- (e) Has to have a clean uniform every day. Complains if torn.
- (f) Personal cleanliness paramount.
- (g) Avoids making decisions whenever possible.

(4) Action Type

- (a) Optimistic.
- (b) Makes promises he can't fulfill.
- (c) Club joiner, part time athlete.
- (d) Quick decisions, even when not competent to do so.
- (e) No self evaluation.
- (f) Well liked by outsiders.
- (g) Lacks ability to plan.
- (h) Lacks foresight.

8. Group Behavior

- a. People behave differently in groups than as individuals (Political conventions, clubs).
- b. Will of the Group Will Override the Will of the Individual
- c. Characteristics of Group Behavior
  - (1) Needs leadership to keep it united.
  - (2) May be impulsive, irritable.
  - (3) Swayed by emotion and not logic.
  - (4) Accepts rumors as truth.
  - (5) Wants recognition, goals, and objectives.
  - (6) Wants to know what things will affect it and what is expected of it.
  - (7) More difficult to maintain morale.

9. Leadership

- a. All groups require leadership.
- b. People follow leaders because:
  - (1) Easier to be a follower. No need to think, plan, and manage.

- (2) Often more economical. One central command.
- (3) Non-conformity may be punished. Violation of a common code, dress - manners.
- (4) Security in being a part of a larger group.
- (5) Conformity in group action is a manner or custom of living.

c. A good leader must be able to sense what is going on at any given time and in what direction it is going, and be able to change course if necessary.

d. A good leader must not only be a part of a group but apart from it. May be by title, knowledge, uniform, or position in line.

e. Leadership, like salesmanship, is an acquired skill.

LEADERS ARE MADE NOT BORN!

#### DISCUSSION

Led by Jack H. Morrison, Federal Crop Insurance Corporation

Working conditions under which high morale prevails tend to result in higher production in a given work situation.

Attitude surveys are helpful when conducted objectively. They should always be handled on an anonymous basis and action should be taken as soon after the survey has been made to be most effective. People concerned see results of the survey translated into action which has an uplifting effect.

The supervisor can sense the pulse of the group in his organization and can take action so as not to build up resistance, but rather to obtain acceptance of desires. The laying of adequate ground work preliminary to making major changes is fundamental in employee-supervisor relationships.

"The Inner Man Steps Out"

Film Produced by the General Electric Company

This film was shown and gave a good illustration of the inner conflicts of a supervisor which, once resolved, made his job of supervision more pleasant and effective.

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## SOCIAL ACTION<sup>1/</sup>

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By

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*Presented by Dr. George P. Summers, Federal  
Extension Service.*

All social action takes place in some sort of a social system, never in a vacuum. To understand social action, we must recognize that it takes place as a result of individual relationships, prejudices, biases, emotions, and desires which grow out of conditions. Also, we must be able to see the important parts of the overall social system.

Social action programs follow a certain pattern down through the action stages. To start a program at the wrong stage or not to understand proper procedures can lead to failure and inefficiency.

The steps or phases which are usually considered in developing any program are:

### 1. The Social System

a. All social action takes place within an existing social system. This may be the state, county, community, agency, office, etc.

b. An understanding is essential to know what parts are important in developing the proposed social action program.

### 2. The Prior Social Situation

The prior experience, as well as the existing experience, will materially influence the proposed social action program.

<sup>1/</sup> An adaptation of Section 3 (Social Action), Unit 1, "Basic Communication Instructor Guide," Developed by Drs. Joseph M. Bohlen and G. M. Beal, Iowa State College, for the National Project on Agricultural Communication.

### 3. What and Who Starts Social Action

All social action probably has its beginning because two or more people agree that a problem or situation exists and that something should be done about it. Those people who feel something should be done about the problem are the INITIATING SETS.

### 4. The Legitimation Stage

a. In almost every social system, there are people or groups that seem to have the right, authority, and prerogative to pass on things to make them legitimate ideas. These people are called "legitimizers."

b. In most cases there are two kinds of legitimizers in the power structure:

- (1) Formal legitimizers - Administrative people.
- (2) Informal legitimizers - Respected and influential people.

### 5. The Diffusion Stage

a. After an idea has been legitimized, it is ready to be moved to the diffusion stage.

b. At this stage it is determined whether or not the general public or the people will define the idea as a need.

c. The diffusion stage takes the program to the public. In each case careful evaluation should be made to see who does this. The idea originators may or may not make good diffusers.

### 6. Definition of Need

Once the diffusion set is established, try to make the problem become the people's problem. A number of techniques can be used to get large numbers of people to identify the idea as their problem.

- a. Basic education.
- b. Building on past experiences.
- c. Demonstration or trial.
- d. Program development committees.
- e. Comparison and competition.
- f. Exploiting crisis.
- g. Channeling gripes.

## 7. Commitments to Action

After the people recognize the need, it is necessary to get a commitment to act, to do something. This may be: Agreement to attend meetings; to act at the proper time; to provide assistance; to pledge money; to take part in program; or a vote of confidence.

## 8. Setting Up Goals and Objectives

Once a felt need is established, out of it must come some definite targets, goals, or objectives.

## 9. Set Up the Plan of Action

a. After considering all alternatives, arrive at the best present alternative and proceed to set up the plan of action, a program with the organizational structure to carry it out.

b. In the plan of action such things should be considered as:

- (1) A time schedule.
- (2) Committee setups.
- (3) Kinds of personnel needed.
- (4) Buildings required.
- (5) Visual aids or other methods.
- (6) Needs for meetings.
- (7) Publicity.

## 10. Mobilizing and Organizing Resources

Once the plan of action is prepared, then it is necessary to mobilize and organize the available resources:

- a. The time.
- b. The people.
- c. The monetary resources.
- d. The physical facilities.
- e. Whatever else is needed to actually carry the plan into action.

## 11. Launching the Program

In terms of a social action, some programs break down basically into sort of launching process. This launching process may be one or a combination of several forms:

- a. Local publicity.
- b. A series of tours.
- c. A big full page ad campaign.



- d. Written material which explains the idea.
- e. Telephone calls.

The purpose of a launching program is to let people know that the action stages of the program are on the move. However, some programs move slowly because of their nature.

## 12. Carry Out Program

Once the program is launched, various steps necessary to carry the program forward must be followed.

## 13. Continuing and Final Evaluation

a. Between each of the action steps, as at all other places along the social action process, stop and evaluate:

- (1) What we have done.
- (2) Our next immediate goal.
- (3) Alternative means for reaching that objective.
- (4) Plan the next move.

b. Total program evaluation:

- (1) Was the idea accomplished?
- (2) Were the methods and means used the best?
- (3) Was good use made of the resources?
- (4) Why was the program successful?
- (5) Or why did it fail?
- (6) Would it be planned differently if it were to be done over?
- (7) What was learned?
- (8) Where to go from here for further progress?

## PERSONNEL ADMINISTRATION IN THE USDA AS VIEWED FROM THE DEPARTMENT LEVEL

By  
Ernest C. Betts, Jr.

Mr. Betts is Director of Personnel, U. S. Department of Agriculture. He began his government career in 1939 with the Soil Conservation Service and has held many important and varied positions since then, including service as an assistant to Secretary Benson and tours of duty with the State Department and the Technical Cooperation Administration. Mr. Betts received his advanced education at State Teachers College of Platteville, Wisconsin.

*Summarized by Dean W. Bernitz, Federal Crop Insurance Corporation and E. C. Bjorklund, Soil Conservation Service.*

### DIGEST OF TALK

#### Part I

These are times of great changes in the management and administrative fields and we need to pause occasionally and take stock of where we are heading or where we ought to be heading. It is time for the personnel administration to take stock.

1. How should personnel administration be handled in the Department of Agriculture so that the tax dollar will bring the greatest return?
2. How can the personnel staff people of the Department best assist with this objective?
3. How can the Office of Personnel be most effective in achieving this objective?

#### Part II

This Department has believed that personnel administration is an integral part of the line operator's function.

1. Management of personnel is the principal duty of every supervisor at all levels.
2. Personnel staff people help line officials in these ways.
  - a. Getting the most capable people to join us as employees.
    - (1) Through written examination and use of oral interviews.

(2) By attracting well qualified students from colleges and universities.

(3) Testing of new employees through the probational period.

b. Helping to find ways of developing and utilizing employees to their fullest capacities and potentials by:

(1) Creating satisfactory working conditions.

(2) Constant review of job requirements and qualifications.

(3) Developing programs for training effective supervisors.

(a) TAM institutes and TAM workshops.

(b) Use of outside educational facilities.

i Federal legislation is now pending.

c. Developing and using practical ways of review and appraisal by:

(1) Increased vigor in review and appraisal of personnel programs.

(2) Delegation of authority and responsibility, primarily aimed at:

(a) Whether well qualified employees are being appointed, satisfactory supervisor training is being given, what the condition of the employee morale is, and

(b) Whether the personnel management function is serving top management in an effective and productive manner.

In personnel management we should confine our direction to one step at a time.

### Part III

Progress is being made in the study of personnel management.

1. President's Committee to Study Long Range Problems Affecting Scientific Personnel.

2. Cordiner Committee concerned with pay for scientists and engineers.

3. White House Committee on personnel management directing attention to the total personnel problems.

Recommendations of these committees are:



1. Aim to give greater flexibility in the matter of pay so as to make federal employment more competitive with private pay rates and give the administrators a little more flexibility in setting the pay rates to overcome the rigidity of the present pay policies.
2. To remove the limitations on the number of supergrades. As you know, there is a considerable compression in the grades just below the supergrades due to the numerical limitation and the present limited number of supergrades. This would afford some relief, particularly in the top scientists' pay.
3. That continuous salary data from non-federal employers be collected in an effort to have data for comparison of federal salary schedules.
4. Health insurance, relocation expenses, attendance at professional society meetings, incentive awards program, and a study on premium pay. The details of all of these cannot be given at this time because the report has not been accepted and administration policy determined.
5. To achieve more realistic qualification standards and a refinement of the classification series.
6. Additional research into, and the development of techniques that will more adequately measure, the abilities and aptitudes of employees and applicants.
7. A proposal that will permit the use of paid advertising for recruitment in shortage categories (This has been approved by CSC in recent action).
8. Permit the use of private employment agencies, providing no charge is made to the employee for placement.
9. Payment of travel and transportation costs to the first duty station and travel costs for interviews for applicants in shortage categories.
10. That a program be developed to give publicity to all the scientific and engineering programs in the federal government, directed to schools at both the secondary and higher levels.
11. Development of standards and guidelines for utilization of professional people and plans for the creation of favorable work environments.
12. The endorsement of the proposal, of which I spoke earlier, regarding training at outside training facilities.

13. Institution of a promotion system in an effort to achieve a real career development program for each employee.

14. And development of a system to produce an inventory of manpower resources and information for the evaluation and control of projects, utilization of personnel, and estimates of future requirements.

#### DISCUSSION

Led by John E. Tromer, Agricultural Marketing Service

Mr. Betts reviewed briefly the history of the delegation of authority for making personnel appointments. From the early history of delegation at the national level it has passed into the agency heads down through to others in the field so designated.

Basic questions raised during this discussion period brought out these major points:

1. What steps are used in the Department today to encourage personnel to secure further education?

The Department has always encouraged employees in self improvement. Also, the Department operates the Graduate School. Personnel must be encouraged by management to further their self improvement program.

The state of Kentucky, through the Extension Service, offers courses to employees in agriculture which will lead to advanced degrees.

2. What is the Department's program regarding pay levels of groups of personnel other than engineers and scientists?

This was brought about by shortages of these professions in both industry and government. The Department has approved authority to go above the bottom of the grade for certain types of positions. This is not without its problems because inequalities exist and create morale problems.

3. What factors are basic in job classification?

Classification of jobs must be based on degree of difficulty or complexity rather than volume of work.

Provide for more realistic annual job review.

Approach a job from the standpoint of scope and complexity rather than a person occupying it.



Disassociate the classification system from the pay system.

4. Movement of personnel, taking into account family problems.

Approach to the problem is one of attitude by both employee and management.

Personnel people can do a better job of counseling management as to the affects of the move.

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1. The first part of the paper discusses the importance of the study and the objectives of the research. It also provides a brief overview of the literature review and the methodology used in the study.

2. The second part of the paper presents the results of the study. It includes a detailed analysis of the data collected and the findings of the research. The results are presented in a clear and concise manner, with appropriate use of tables and figures.

3. The third part of the paper discusses the implications of the study and the conclusions drawn from the research. It also provides a brief summary of the key findings and the recommendations for future research.

4. The fourth part of the paper is a conclusion, which summarizes the main points of the paper and provides a final statement on the importance of the study.

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### ADDENDUM

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## SUGGESTED GUIDE FOR LOCAL USDA TAM LEADERS

One of the most desirable and important things that can come from a TAM Leadership Institute is a strong, vigorous local TAM workshop program. Certainly, all of us attending the Kansas City TAM Institute have been able to learn a great deal about the techniques of planning, organizing, and carrying out group action of this kind. The following guides and outlines, in pointing up significant procedures and recommendations, are intended for use as a further aid to those who are charged with the responsibility of establishing local TAM workshops in their areas.

### PART I

#### Consideration for Plan of Action

1. Review and Evaluate the Kansas City TAM Leadership Institute
  - a. General theme (Training in administrative management).
  - b. Subject matter and content.
  - c. Methods of presentation.
  - d. Quality of speakers.
  - e. Materials (organize, summarize, and evaluate for local adaptation).
2. Explore Plans for Local Application
  - a. Boundaries of local areas or field of responsibility.
  - b. Participation by:
    - (1) USDA agencies.
    - (2) Grade.
    - (3) Number (Suggest 20-30 people).
  - c. Adaptation to Meet Local Needs
    - (1) One week (5 days)
    - (2) One day per week for 5 weeks.
    - (3) Other (Depending on local conditions and travel involved).
  - d. Subjects to be included should be:
    - (1) Geared to interest level of group.
    - (2) Based on type of position held by those selected.
    - (3) Geared to level of field activities.

e. Prepare Outline Listing Benefits to be Derived from Participation in Local Workshop

- (1) Improve supervisory and management abilities.
- (2) Train for additional responsibilities.
- (3) Develop broader concepts.
- (4) Improve working relationships.
- (5) Explore new techniques.
- (6) Etc.

f. Sources of Speakers

- (1) Private industry.
- (2) USDA agencies.
- (3) Professional societies.
- (4) Colleges and universities.
- (5) Other federal, state, and local agencies.
- (6) Churches.
- (7) TAM participants.
- (8) Civic organizations.

g. Contacts with agency heads by:

- (1) Personal visits.
- (2) Conferences or meetings.
- (3) Written communications.

h. Set Up and Use a Local Steering Committee (See Part II)

- (1) Initiating.
- (2) Planning.
- (3) Organizing.
- (4) Conducting.

i. Local Leader and/or Manager

- (1) Think through full responsibilities as local leader and/or manager (See Part II).

j. Reporting Discussions

- (1) Preparation of summary of each session by designated members (At least two members per session).
- (2) Appoint an editing committee to assemble and publish a report of the workshop. (It is important that summaries be prepared promptly and presented to the editing committee to insure that final drafts will be duplicated before the close of the session.)

k. Instruct Speakers to Furnish Sufficient Copies (One per participant) of the Prepared Address and Other Handout Materials

PART II  
Plan of Action

1. Develop Preliminary Steps Toward Planning Local Workshops

a. Institute participants report to top management in their agency at the local level.

- (1) On Kansas City TAM Leadership Institute and its benefits.
- (2) On benefits of local workshops.

b. Special Memoranda

- (1) Endorsements from the Secretary of Agriculture, agency heads, etc. to memoranda that may be issued to field offices.

c. Local agency heads determine need for and scope of local workshop.

d. Local agency heads set up steering committee to plan, organize, and conduct local workshop.

2. Local Steering Committee to Plan and Organize

- a. Determine objectives.
- b. Select local leader and/or manager.
- c. Establish deadline dates for activities.
- d. Determine with local agency heads.

- (1) Grade of participants (See Report of Committee on Selection of Personnel to Attend Local Workshops).

- (2) Number of participants.

- (3) Selection of participants (Names).

e. Determine date.

f. Determine location as to city, adequate space, facilities, etc.

g. Arrange program.

- (1) Select subject matter which will meet needs of local people.

- (2) Select speakers (Speakers prepare questions for workbook).

- (3) Draw up detailed program.



h. Orient participants in advance.

- (1) Notification of dates, time, and place.
- (2) Send workbook and encourage study.
- (3) Send material.
- (4) Etc.

### PART III

#### Conduct of Meeting (Under Direction of Leader)

1. Set Tone - Including:

- a. Creation of atmosphere conducive to proper attitude.
- b. Creation of atmosphere conducive to enthusiasm.
- c. Introductions.
- d. Selection of discussion leaders.

2. Encourage Freedom of Expression and Discussion by All Participants

3. Maintain Continuity and Coordination of Topics Aimed at Objectives

4. Adhere to Schedules

- a. Program (Provide for flexibility).
- b. Time of starting and stopping (promptly).
- c. Timely intermissions.
- d. Prompt attendance.

5. Periodically Review and Evaluate Progress Toward Objectives

6. Manager's Responsibilities

- a. Stenographic and typing services.
- b. Duplicating services.
- c. Supplies.
- d. Library facilities.
- e. Get acquainted activities.
- f. Other miscellaneous administrative details.

7. Arrange for Reporting of Discussions

8. Participant Evaluation

### PART IV

#### Follow-Up by Steering Committee

1. Evaluation

2. Plan for Additional Workshop Sessions According to Needs

Revised from Previous TAM Institute Reports  
Considering Experience Gained at Kansas City  
By  
Following Committee:

Walter L. Cline, CSS	Co-Chairman
John P. Miller, FES	Co-Chairman
Harlon H. Backhaus, SCS	
Dale Suplee, ARS	
Ross L. Stump, FS	
Roy Ussery, FHA	
Richard P. Sargeant, CEA	
Dean W. Bernitz, FCIC	
R. Bernard Galbreath, REA	
Thomas J. Wilson, AMS	

REPORT OF COMMITTEE ON SELECTION OF PERSONNEL TO ATTEND  
LOCAL TAM WORKSHOPS

Personnel to attend local TAM workshops was discussed and reviewed by this Committee. Members of the USDA, who appeared on the program of this Institute, were contacted and their reactions and suggestions considered.

The Committee members conferred with the following individuals:

Frank H. Spencer, ARS  
Joseph P. Loftus, OAM  
Robert P. Beach, CSS  
John C. Cooper, OBF  
Donald A. Williams, SCS  
Donald E. Smith, CSS  
Theodore H. Anderson, CSS  
H. L. Manwaring, CSS  
C. D. Palmer, AMS  
E. R. Draheim, OP

Based on the observations and evaluations of the TAM Institute, held at Kansas City, Missouri, October 28 through November 8, 1957, and the consultations described above, the following recommendations are suggested to agency heads in making the selection of personnel to attend local TAM workshops:

1. That participants have leadership qualities and have abilities to assume greater responsibilities.

2. That they be those individuals who plan to make a career in government service (Participants may or may not have Civil Service status).
3. They should be in, or under consideration for, a supervisory or management position.
4. They should normally be in grade GS-9 or above or the equivalent. Grade level of participants will be determined by the local TAM workshop committee which will usually include local agency heads.
5. Both line and staff personnel may be selected.

Committee

E. C. Bjorklund, SCS	Chairman
Wayne Sword, FS	
James Wenban, FS	
Alton D. Crowe, CSS	
Lloyd W. Fletcher, AMS	
Steven J. Kortan, SCS	
Frank I. Jeffrey, ARS	
Charles C. Cornett, FHA	
Thurman Trosper, FS	
Ray C. McDaniel, SCS	
Raymond J. Totoro, AMS	
W. T. Powers, CSS	
C. D. Palmer, AMS	



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## CHARTER FOR TAM PROGRAM

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The USDA Training in Administrative Management (TAM) Program was originally planned, organized, and carried out under the direction of the Secretary's Committee on administrative management. On January 7, 1957 the Secretary issued Memorandum No. 1410 establishing the USDA Management Improvement Committee. On May 1, 1957 this committee approved continuation of the TAM Program. Two TAM Leadership Institutes were approved to be held between July 1, 1957 and July 1, 1958. On May 13, 1957 over the signature of the Administrative Assistant Secretary the TAM Work Group was established and given the responsibility for planning, organizing, and conducting these TAM Leadership Institutes. The next TAM Leadership Institute for the states of Minnesota and Wisconsin has been scheduled to be held at Minneapolis, Minnesota February 24 to March 7, 1958. It is the hope of the USDA Management Improvement Committee and the TAM Work Group that those employees selected to attend the Kansas City and Minneapolis TAM Leadership Institutes working with the graduates of the Denver and Atlanta TAM Institutes will give the leadership necessary to plan, organize, and carry out a minimum of 30 local TAM workshops by December 31, 1958.

**CURRENT LOCATION OF GRADUATES OF  
DENVER AND ATLANTA TAM INSTITUTES 1951-52**

<i>Name</i>	<i>Title</i>	<i>Mailing Address</i>
<b>CALIFORNIA</b>		
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Valentine W. Silkett (Atlanta Inst.)	Soil Conservation Service, USDA	Room 5219 South Building Washington 25, D. C.
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## RETIRED, DECEASED OR LOST

George D. Halsey, FCA	(Atlanta Inst.)	Retired
M. E. Hays, REA	(Denver Inst.)	Deceased 4-14-53
Orion Y. Row, REA	(Atlanta Inst.)	Air Force 11-8-53
Wm. B. O'Rourke, FHA	(Denver Inst.)	Address Unknown
Joe J. Kind, FHA	(Denver Inst.)	Address Unknown
Alfred J. Moss, FHA	(Atlanta Inst.)	Address Unknown
Wm. L. Rouse, CSS	(Atlanta Inst.)	Retired
James Corley, Jr., CSS	(Atlanta Inst.)	Disappeared
William R. Wilson, CSS	(Atlanta Inst.)	Disappeared
George E. Randall, CSS	(Denver Inst.)	Disappeared



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## PREPARATION OF REPORT

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This report was prepared in the course of the TAM Institute. Summaries of the various lectures were developed daily and the completed report was placed in the hands of the group during the final session.

The above procedure had certain obvious advantages. It provided Institute members with excellent experience in the prompt preparation of complete yet concise reports. It also permitted summarizing the information while the subject matter discussed was still fresh in mind.

It might be argued that a slower, more deliberate procedure would have produced a better report. This is probably true. But the possible advantage would have been more than overcome, we believe, by the big gain to be derived from releasing this material promptly. Also, the outline form of this report is probably preferable, and more readable, than a more voluminous one which might naturally have come from a longer preparation period.

In any event, we hope this summary will be useful not only as a report but also as a reference medium, including the planning of other TAM Institutes and local TAM workshops. The Committee appreciated and enjoyed the opportunity of working on this project and wishes to thank Dr. Draheim, the Kansas City Commodity Office, and the entire group for their cooperation and assistance.

### Committee on Preparation of Report

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William B. Davey, SCS  
Marvin E. Johnson, FHA  
Robert F. Kieldson, ARS  
Eugene Lepley, FS  
Jack H. Morrison, FCIC  
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